

M. MICHAEL ROUNDS,
GOVERNOR

TIM REISCH,
DOC SECRETARY



SOUTH DAKOTA DEPARTMENT OF CORRECTIONS

**PERFORMANCE BASED STANDARDS
[PBS] REPORT**

January 2008

Data from October 2006 and April 2007 collections

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January 1, 2008

To: South Dakota State Legislature

From: Doug Herrmann
SD Department of Corrections

RE: Annual report as required by Executive Order 2003-01 signed by Governor M. Michael Rounds.

This report demonstrates our continued participation in the Performance-based Standards (*PbS*) Project as administered by the Council of Juvenile Correctional Administrators. This report includes the two latest data collections that occurred in the months of October 2006 and April 2007. The Department of Corrections juvenile division continues to utilize the *PbS* project to ensure quality care in its facilities as it pertains to conditions of confinement and as it relates to reintegration standards for youth transitioning back to the community.

OJJDP's Performance-based Standards for Youth Correction and Detention Facilities was one of five recipients of the 2004 Innovations in American Government Award from the Ash Institute for Democratic Governance and Innovation at Harvard University and the Council for Excellence in Government. The South Dakota Department of Corrections juvenile division was used as an example of implementing the *PbS* principles for this award.

This report provides a summary of each program and their performance as it relates to the outcome measures of the *PbS* project. It also shows the graph reports of each program performance and how it compares to other facilities nation wide that participate in the project.

With Governor Rounds' commitment and Secretary Reisch's support, the SD Department of Corrections Juvenile Division continues to be a leader in the nation for juvenile correctional care and this report documents that.

STATE OF SOUTH DAKOTA
OFFICE OF THE GOVERNOR
EXECUTIVE ORDER 2003-01

WHEREAS, In March of 2001, the South Dakota Department of Corrections initiated participation in a nationally recognized program called Performance Based Standards; and,

WHEREAS, The system of Performance Based Standards provides an effective and efficient process of program evaluation designed to improve conditions of confinement in juvenile correctional facilities; and,

WHEREAS, It is important that the results of such evaluations be made known to the legislature and public:

IT IS, THEREFORE, BY EXECUTIVE ORDER, Ordered that the South Dakota Department of Corrections shall maintain active participation in the Performance Based Standards Program sponsored by the Council of Juvenile Correctional Administrators, or some other nationally recognized program of quality control for the department's juvenile corrections facilities in compliance with the following sections of this order.

GENERAL PROVISIONS

Section 1. The Department of Corrections shall maintain active participation in the Performance Based Standards Program sponsored by the Council of Juvenile Correctional Administrators or some other nationally recognized program of quality control.

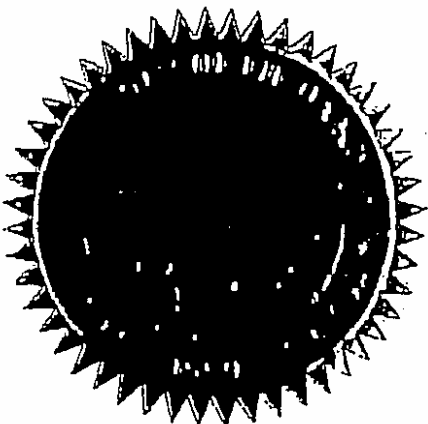
Section 2. The program shall be utilized at all juvenile corrections facilities operated by the Department of Corrections.


Section 3. The program shall be based on a system of national standards or project based measurements.

Section 4. The Department of Corrections shall report, not less than annually, to the legislature regarding its participation and the results of its evaluation.

Section 5. This Executive Order shall be in full force and effect immediately.

Dated at Pierre, South Dakota, this 14th day of January, 2003.




M. Michael Rounds, Governor

Attest: 
Chris Nelson, Secretary of State

1 Executive Summary

The Office of Juvenile Justice and Delinquency Prevention funds the *PbS* project. The Council of Juvenile Correctional Administrators [CJCA] was awarded a competitive grant to implement *PbS*. *PbS* is working to improve the conditions of confinement in youth correction and detention facilities through the development and implementation of outcome measures. The Ash Institute for Democratic Governance and Innovation announced that the Council of Juvenile Correctional Administrators' (CJCA) Performance-based Standards (*PbS*) project was the winner of the Innovations in American Government Awards competition in 2004. The Innovations in American Government program is part of a larger effort of Harvard University's John F. Kennedy School of Government, in partnership with the Council of Excellence in Government. The goal of Innovations is to communicate information to the public about government effectiveness. Taken collectively, recognized Innovations Programs demonstrate that government can work and that it deserves greater public trust. The Innovations Program also seeks to improve government performance by identifying federal, state and local programs worthy of replication. The Ford Foundation is a founding partner of the program, having provided resources for activities beginning in 1986.

Furthermore, CJCA has credited the State of South Dakota as being one of the top five states to assist in the success of the *PbS* Project. The SD Department of Corrections, at CJCA's request, has provided consultation to other states such as Alaska, Arkansas, Hawaii and South Carolina that are implementing *PbS*. CJCA commented, "Through the efforts of our many dedicated participants, *PbS* has become the energizing force for continuous improvement of juvenile justice that it is today.

1.1 Main Goals

The Main Goals of the Project are to:

- Develop a set of standards that individual facilities should strive to meet.
- Create tools to help facilities attain these goals through regular self-assessment and self-improvement.
- Allow facilities to evaluate their performance over time and in comparison to other facilities nationwide.
- Promote effective practices and help facilities support each other.

The South Dakota Department of Corrections was accepted into the Performance-based Standards Project in April 2001 with four sites participating. In October 2002, South Dakota added two girls programs for *PbS* participation: QUEST and ExCEL. Up until January 2007, South Dakota had six facilities at the State Treatment and Rehabilitation Academy [STAR] near Custer participating in the *PbS* project. Due to organizational changes and restructuring, STAR Academy closed the Living Center male program leaving the other five facilities continuing with the *PbS* project. In regards to reintegration standards we have community-based juvenile corrections agents integrated into the *PbS* project.

1.2 STAR Facilities

Star Facilities include:

- Patrick Brady Academy (BA) for males, located in Custer.
- Custer Intake and Holding (IHC) for males, located in Custer.
- Youth Challenge Center (YCC) for males, located in Custer.
- The Living Center (LC) for males, located in Custer.
- QUEST (QU) for females, located in Custer.
- ExCEL (EX) for females, located in Custer.

1.3 Project Staff

There are numerous staff who contribute to the success of the *PbS* project in our state. The *PbS* project consists of a State Coordinator / Quality Assurance Specialist, four Site Coordinators, and four coordinator back ups. Each STAR Academy program has a designated *PbS* Site Coordinator who oversees the project by coordinating and conducting data collections for each cycle. The Site Coordinator ensures the validity and quality of the data, ensures compliance with *PbS* privacy certificate and policy, analyzes and reviews the results of the data collections, and presents site report findings. The aforementioned *PbS* staff are together responsible for the following:

- Facilitating communications among all *PbS* staff and meeting with the *PbS* team;
- Coordinating and assisting in conducting data collections/ensuring the validity and quality of data;
- Adhering to project definitions;
- Reviewing site report findings and coordinating the analysis of the findings to team members, management and agency directors;
- Developing the Facility Improvement Plans (FIP) while ensuring incorporation of the FIP into each facility plans, the State's juvenile division budget, and the facility's daily operations;
- Maintaining regular review of the FIP's on line and entering progress updates; and
- Participating in all required training, as well as conduct training for new members of the facility *PbS* team.

Staff of the *PbS* project are:

Doug Herrmann – Director of Juvenile Services
Tonya Wright-Cook –Quality Assurance Specialist, *PbS* State Coordinator
Jodi Larabee – Site Coordinator for Intake & Holding Center, Living Center, and Youth Challenge Center
Kim Baker – Site Coordinator for Brady Academy
Donna Waite – Site Coordinator for Quest
Sharon Briggie – Site Coordinator for ExCel
Kristi Bunkers –Director of Community Corrections and Classification
Walter Steele – West River Foster Care Specialist
Kim Tvedt –East River Foster Care Specialist
Steve Polchow – East River Juvenile Corrections Agent Supervisor
Joe Gutierrez – West River Juvenile Corrections Agent Supervisor
Tiffany Wolfgang – South East Juvenile Corrections Agent Supervisor
Lisa Whitley – Juvenile Corrections Agent
Jamie Year- Juvenile Corrections Agent
Linda Pierson- Senior Secretary
Harry Sorenson -Data Systems Manager

In addition to the aforementioned *PbS* staff, we also have a Federal Project Consultant who provides guidance with data collections, assists with problem solving, and participates in the final review of the site reports and the development of the Facility Improvement Plan. Our consultant maintains regular contact with *PbS* staff, monitors the progress of our *PbS* project, and provides monthly feedback on our facility improvements. Each site also has a *PbS* team that meets with the Project Consultant, State Coordinator/ Quality Assurance Specialist and Site Coordinator to review the results of the Outcome Measures (OM). Once the OM's are reviewed, the team helps determine what OM's need improvement and then begin working on goals, timelines, tasks, and person's responsible for completing the tasks, which make up the Facility Improvement Plan.

1.4 Project Overview

The outcome measures in *PbS* help move agencies beyond merely reviewing paper policies toward measuring results. Each STAR Academy program is able to independently assess how well it functions, what practices contribute to success and what may be missing that would improve performance. *PbS* addresses the specific mission of STAR Academy's programs, which is "to provide a safe and secure environment for staff and juvenile offenders (or delinquents), provide the opportunity for positive change for incarcerated youth, and to protect society".

In April and October of each year, Site Coordinators at each program are responsible for gathering data and assuring it is accurately entered into the *PbS* web-site. This includes:

- An administrative report that assesses daily population and human resource data such as staff misconduct.
- File reviews of all juveniles who were released to aftercare during the data collection period.
- Direct interviews with 30 juveniles and 30 direct care staff from each facility. These individuals are randomly selected from a list of all juveniles and direct care staff currently at each facility.
- Review of all incident reports that occur in all participating facilities during the month of data collection.
- Collection of reintegration information provided by each juvenile's JCA (Juvenile Correction Agent).

During our first year of participation, the *PbS* team from South Dakota attended training in Boston and additional training a year later in Phoenix to gain a complete and thorough understanding of the *PbS* project. In addition, CJCA sent an Implementation Director from Massachusetts to STAR Academy to review our data collection process, and to provide hands-on training to the two new STAR programs that began implementing *PbS*. The Implementation Director also provided 'refresher' training for those programs already involved in the project. Later on, CJCA sent Project Consultants from Michigan and Illinois to STAR Academy to audit the data results that were submitted and to ensure that the information STAR provided was valid and reliable.

In March of 2003, CJCA sent a written commendation to South Dakota's Director of Juvenile Services. This letter complimented South Dakota's six programs that participate in *PbS*, and complimented the *PbS* staff who works to meet *PbS* timelines and requirements of the project. A copy of this letter was provided in the January 2003 *PbS* Public Report.

In November of 2003, the STAR Academy underwent a detailed Data Quality Certification Review, which was performed by the CJCA *PbS* Project Manager and Consultant. Due to the high standards of the *PbS* project, STAR Academy was one of three sites chosen for this review. The purpose of the review was to help CJCA/*PbS* identify which facilities have the highest probability of successfully meeting data collection and compliance with project methodology, thus resulting in improving the conditions of confinement. South Dakota's review results confirmed that South Dakota is implementing *PbS* at a more effective level than any other site in the nation, and is now a model state for the *PbS* Project.

In December 2003, STAR Academy *PbS* Site Coordinators and State Coordinator began to participate in monthly Distant Learning Conference Calls with *PbS*. CJCA regionalized the monthly *PbS* Distance Learning Calls placing South Dakota in the Mid-West Region along with Illinois, Indiana, Iowa, Kansas, Kentucky, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, and Wisconsin.

In May 2004, STAR Academy *PbS* staff teamed up with the State *PbS* Coordinator from the North Dakota Youth Correction's Center at the CJCA Mid-West Region Conference hosted by STAR Academy. They presented an overview from both states on the *PbS*'s Data Quality Certification.

In September 2004, former South Dakota State *PbS* Coordinator, Jodi Kirschenman, assisted CJCA with the initial *PbS* training in Alaska and served as the primary consultant for that state's implementation of *PbS*.

In January 2005, two representatives from the Arkansas Division of Youth Services visited STAR Academy to conduct a feasibility study on the benefits of the Performance- based Standards process for their juvenile programs. CJCA had indicated that they utilize South Dakota as the first jurisdiction for other states/sites to witness and learn about *PbS* implementation.

In June 2005 *PbS* published their first issue of the Performance-based Standards (*PbS*) E-Newsletter, a quarterly electronic periodical for *PbS* participants. It includes regular news about *PbS* developments and events and will feature individual facility and/ or agency successes. South Dakota was featured in the December 2005 issue and highlighted on their continual success and growth with the *PbS* process as well as collaborating with other state facilities. To date, South Dakota STAR Academy has been published in six of the eight newsletters.

Hawaii's Executive Director for the Office of Youth Services and *PbS* State Coordinator toured STAR Academy in the month of August 2005 and will be involved in their first data collection this October. Also in August 2005, South Carolina Department of Juvenile Justice sent six team members to South Dakota to spend two days with STAR Academy program staff. South Carolina has been involved with *PbS* since October 2002. These site visits allowed STAR Academy to share information on how their programs active and on-going involvement in the Performance Based Standards Process has been successful.

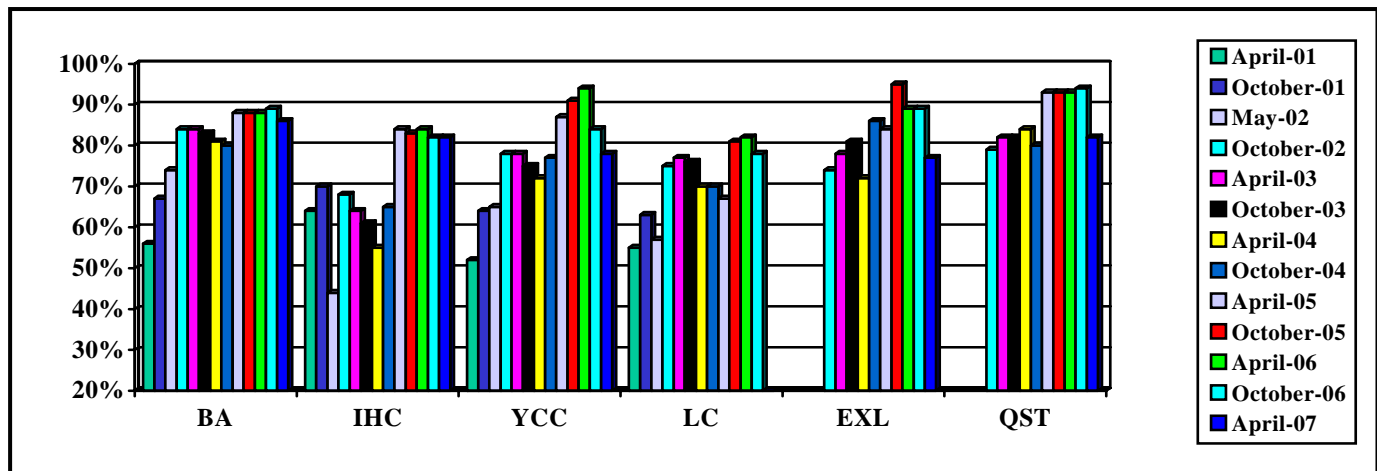
In February 2006, three researchers from the Colorado Division of Criminal Justice visited STAR Academy. *PbS* Project Manager, Bob Dugan, recommended that they tour and interview STAR Academy to help document promising practices in prevention, investigation or responses to inmate sexual assault. STAR Academy uses Performance-Based Standards data to manage programs, and promote safety. STAR Academy will be featured in an upcoming bulletin called *Building Blocks for Institutional Safety*.

In May 2006, Tonya Wright-Cook, Quality Assurance Specialist at STAR Academy, is one of six representatives named to a national board for the Performance based Standards (*PbS*) Learning Institute. The board provides guidance to the *PbS* project on a national scale and will continue to play an instrumental role in providing leadership for the project well into the future. This invitation to serve on the board is a reflection of STAR Academy's outstanding contribution to the *PbS* process and once again demonstrates that SD continues to be a leader in the field of juvenile corrections and *PbS*.

In September 2006, South Dakota State *PbS* Coordinator, Tonya Wright-Cook, provided a session at the *PbS* State Coordinators Training Conference in Boston. The focus of the presentation was how South Dakota has been able to assimilate *PbS* into their respective jurisdiction in such a manner that *PbS* has become a process and not an event.

STAR Academy hosted the Western States Conference in September 2006. *PbS* Project Manager, Bob Dugan, collaborated with STAR Academy and presented at the conference for all attending states, all of who were *PbS* participants. This conference has traditionally been held annually since the 1950's in rotating state facility locations among 20 western states.

With the April 2007 data collection, STAR Academy has completed its thirteenth cycle of data collection with final site reports for that collection being received in late May 2007. STAR Academy programs are compared to other facilities that have participated in the project for more than 2 data collection cycles. There are a total of 68 outcome measures that measure national averages, and 37 outcome measures that provide an individual facility comparison. The following graph displays the percent of outcome measures that exceeded the national average per site and per data collection to date.



1.4.1 In October 2006

- BA met or exceeded 57 of the 64 standards for which the national averages were available, an 89% rate.
- IHC met or exceeded 31 of the 38 standards for which the national averages were available, an 82% rate.
- YCC met or exceeded 57 of the 68 standards for which the national averages were available, an 84% rate.
- LC met or exceeded 52 of the 67 standards for which the national averages were available, a 78% rate.
- EX met or exceeded 56 of the 63 standards for which the national averages were available, an 89% rate.
- QU met or exceeded 63 of the 67 standards for which the national averages were available, a 94% rate.

1.4.2 In April 2007

- BA met or exceeded 56 of the 65 standards for which the national averages were available, an 86% rate.
- IHC met or exceeded 31 of the 38 standards for which the national averages were available, an 82% rate.
- YCC met or exceeded 53 of the 68 standards for which the national averages were available, a 78% rate.
- LC did not have any data for April 2007 due to organizational restructuring and the closure of the LC program.
- EX met or exceeded 49 of the 64 standards for which the national averages were available, a 77% rate.
- QU met or exceeded 56 of the 68 standards for which the national averages were available, an 82% rate.

1.5 Individual Program Analysis

The following pages contain an individual program analysis for the October 2005 and April 2006 data collections. Each program analysis contains outcome measures, an analysis of how each site did per outcome measure, a comparison to the national average when applicable, and information regarding the Facility Improvement Plans. The directory for the individual sites is as follows:

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2	Brady Academy	2-1
3	Intake and Holding	3-1
4	Youth Challenge Center	4-1
5	The Living Center	5-1
6	Excel	6-1
7	Quest.....	7-1

1.6 PbS Program Wins Prestigious Award

OJJDP's Performance-based Standards (*PbS*) for Youth Correction and Detention Facilities was one of five recipients of the 2004 Innovations in American Government Award from the Ash Institute for Democratic Governance and Innovation at Harvard University and the Council for Excellence in Government. Barbara Allen-Hagen, Senior Social Science Analyst with OJJDP's Child Protection Division, has been instrumental in the project's design and development, working closely with the Council of Juvenile Correctional Administrators (CJCA), Braintree, MA, and the *PbS* project team.

OJJDP Administrator J. Robert Flores represented the Department of Justice at the award ceremony held on July 28, 2004. The annual Innovation Award recognizes federal, state, and local programs that exemplify creative and effective government at its best. Winning programs receive \$100,000 grants to support replication and dissemination activities. The 2004 winners were chosen from among nearly 1,000 applicants. OJJDP launched the *PbS* program in 1995 to collect and analyze data to improve conditions and services in juvenile facilities. Developed under the direction of Edward J. Loughran, Executive Director, CJCA, *PbS* sets national standards for safety, education, health and mental health services, security, justice, and order within facilities and gives agencies tools to collect data, analyze performance results, design improvements, implement change, and measure effectiveness.

CJCA The Council of Juvenile Correctional Administrators, OJJDP's partner in the *PbS* program, is a national nonprofit organization dedicated to the improvement of juvenile correctional services and practices. Established in 1994, CJCA brings together the nation's top administrators in a collaborative effort to improve and advance juvenile corrections systems. Through CJCA, chief executive officers of juvenile correctional facilities exchange ideas and philosophies about best practices, discuss common issues, and work together to develop a national strategy for juvenile corrections.

The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime. For additional information about the *PbS* program, visit www.pbstandards.org/

1.7 PbS Recognizes STAR Academy



To South Dakota Community Corrections Staff:



PbS would like to take this opportunity to recognize the continuing efforts of South Dakota STAR Academy's improvement journey. The present PbS cycle, starting with the October 2007 data collection, represents the 14th data collection for South Dakota Living Center, Intake and Holding Center, Patrick H. Brady Academy, Youth Challenge Center, and the 11th data collection for STAR ExCel and Quest.

PbS Performance Profiles analyze a site's performance and compliance with PbS methodology and performance measures. The STAR programs average Performance Profile score was 86%. The STAR programs have consistently followed the PbS improvement cycle. For the April 2007 data collection reflected that the six STAR programs averaged 86% on meeting Sample Size Requirements, 100% on Incident Report Definitional Compliance and Comprehensive Reporting, 95% on Youth Record Data Element Performance; and 96% on Facility Improvement Plan process scores. The STAR programs have collectively six Facility Improvement Plans. All six of the Facility Improvement Plans are up to date with progress notes and seemed poised for improvement outcomes.

The STAR programs PbS participation has been featured in the PbS E Newsletter. PbS is often asked to identify sites and jurisdictions that have successfully implemented PbS. Without failure the one of the first jurisdictions that is identified as to where to go to see PbS in action is South Dakota STAR Academy. STAR Academy has had visits from representatives from South Carolina, Arkansas and Hawaii. Other sites have expressed interest in visiting South Dakota to see how PbS works.

Allow me to take a moment and review the STAR Academy Reintegration Outcome Measures that reflect outstanding performance for the April 2007 data collection.

- For Reintegration 6 outcome measure, the percent of youth who have an assigned aftercare case manager within 15 days of entry into the facility the STAR programs averaged 98.3% with a national field average of 61%.
- For Reintegration 8 outcome measure, the percent of youths who have had contact with their aftercare case manager, the STAR programs averaged 92.3%.
- For Reintegration 12 outcome measure, the percent of youths who know the name of their aftercare case manager and know how to contact him/her, the STAR programs averaged 94% with a national field average of 80%.
- For Reintegration 13 outcome measure, the percent of youths whose home has been assessed to determine its suitability for future placement, the STAR programs averaged 99%, with a national field average of 53%.
- For Reintegration 14 outcome measure, the percent of youths with contacts between parents/guardians and aftercare case managers, the STAR programs averaged 95%, with a national field average of 42%.
- For Reintegration 15 outcome measure, the percent of youths for whom an aftercare related home visit was made, the STAR programs averaged 59%, with a national field average of 41%.
- For Reintegration 16 outcome measure, the percent of youths who have been referred to community-based services, the STAR programs averaged 97%.

As these highlighted Reintegration outcome measure performance reflects the South Dakota Community Corrections staff are providing components of services to maximize youths successful reentry upon release from the STAR programs.

South Dakota STAR programs have been able to assimilate PbS into their ongoing work processes, focusing on continual improvement of programs and services to youth in their custody. South Dakota STAR programs provide a great example to the other 196 facilities in the PbS improvement community as to the type of results that can be realized with a commitment and perseverance to improvement.

Congratulations on your continuing success,

Bob Dugan, PbS Project Manager